Task Force on Day Care June 1983

Nova Scotia
Department of Social Services

Front cover illustration courtesy of children of Sackville Family Day Care

REPORT OF THE TASK FORCE ON DAY CARE

JUNE 1983

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Nova Scotia
Department of
Social Services

Major improvements in Nova Scotia's Day Care program were announced today by Social Services Minister Edmund Morris.

The changes approved by Cabinet will take effect next April and result from recommendations of a Task Force on Day Care appointed by Mr. Morris nine months ago.

There are now 304 licensed Day Care facilities in the Province providing part or full-day programs for 7000 children and 33 child development centres caring for 660 children on a part-day basis. The provincial Department of Social Services provides $3,600,000. assistance in subsidy on behalf of 1860 needy children in 46 registered non-profit centres and licenses and regulates all day care facilities.

Announcing the improvements, Mr. Morris had high praise for the efforts of members of the Task Force which made 17 recommendations in order of priority. "The changes place Nova Scotia in the forefront of Atlantic Provinces' day care programs and in line with good practice throughout Canada."

The first recommendation of the Task Force was for an increase in the level of funding support to registered centres on behalf of needy children. Cabinet has approved an increase of $1.25 per day for each subsidized child, with the amount to be divided between an increase in per diem rates and an annual equipment grant of $100 per subsidized space, effective April 1, 1984.

The Task Force recommended that an annual review of per diem rates be moved from November to April. Cabinet has approved increases for this November, and will further adjust basic support levels on April 1.

The Task Force also recommended that the number of subsidized spaces be increased by 50, to a total of 1910, and that five additional spaces be made available to handicapped children. Mr. Morris said the government has accepted the recommendations with the number of handicapped spaces increasing by ten rather than five.

Government has also accepted the recommendation for annual review of the number of needed subsidized spaces.

Staff of the Day Care section of the Department of Social Services will increase by one next April, Mr. Morris said, in response to a Task Force recommendation. This person will require a background in early childhood education and experience in a day care centre so that the Department can provide more support services to the day care community.

The Task Force further recommended that the Department develop standards for infant care by May 1984, and as part of these establish a differential rate for infants. Implementation of the standards, the special rate for existing infant spaces and the addition of 25 spaces designated for infants were recommended for April 1, 1985. The Department will develop infant day care standards by November 1984. Once these have been completed, development of a differential rate and expansion of spaces will be assessed. The Department would expect implementation could be commenced in 1985, Mr. Morris said.

The government has accepted a recommendation that standards and qualifications of staff in Nova Scotia day care centres be upgraded. The Task Force recommended that the director and one-third of staff in each day care centre or day nursery be required to have successfully completed a training program in early childhood education or the equivalent within three years of the recommended implementation date of September 1984, and that the proportion of trained staff be increased to two-thirds within five years of implementation.

In addition to implementing this recommendation, the Department will amend the Day Care Regulations by April 1984 to require the director or chief administrative officer of every day care facility, both profit and non-profit, to "have a specialized knowledge of and adequate experience in early childhood care and development and be of suitable health and personality to occupy this position."

The Task Force also recommended that a total of $3,000 be made available for training grants for staff of licensed facilities. Grants will cover 50 percent of costs incurred up to a maximum of $300 per year for each individual allocated equally among five regions of the Province. Government has accepted this recommendation for a five year period beginning in 1984.

As well, the government has accepted a recommendation of the Task Force to make $2,500 per year available for workshops in early childhood education. This expenditure will be included in the Department's budget beginning next year and will be divided equally among the five regions.

The Task Force also recommended that a one year pilot project to study the feasibility of providing a subsidy for families wishing to place their children in an owner-operated commercial day care centre. According to the recommendation, 30 spaces were to be made available to parents on a first come first serve basis. These spaces would not be allocated to specific centres but were to be used in the centre of the family's choice.

The government has responded by agreeing to provide a subsidy for 30 eligible children for use in private day care centres in municipal units where there are no registered centres.

The government has accepted a recommendation that the Department of Social Services review the income test used to determine eligiblity for subsidization in registered centres.

A recommendation to study alternative methods of adjusting the maximum per diem rate has also been accepted, subject to any new formula complying with budgetary provisions.

Simultaneously with announcement of these major changes in Day Care in the Province, Mr. Morris announced adjustments to the maximum per diem rate and the income guidelines used to determine eligibility for subsidy. Effective November 1, the maximum per diem rate will be increased by 6 percent from $10.25 to $10.85. The minimum family contribution will be increased from $1.15 per day to $1.20, and the amount on which the Province will share in funds raised privately or through municipal contributions will be increased from 30 cents per day to 40 cents and will apply to grants given in both 1983 and 1984.

Mr. Morris said the Task Force will be reconvened in two years time to assess the results of these improvements and to review the situation at that time.

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October 5, 1983

Nova Scotia

Department of Social Services

PO Box 696
Halifax, Nova Scotia
B3J 2T7

July 14, 1983

Honourable Edmund L. Morris
Minister
Department of Social Services
P.O. Box 696
Halifax, N.S.
B3J 2T7

Dear Mr. Minister:

On behalf of the Task Force on Day Care, I am pleased to present our report to you. The recommendations were approved at a joint meeting of the Provincial Co-ordinating Committee and all Regional Committees in June 1983. Almost all the recommendations were passed unanimously. Those which were not, received at least 80 per cent support from those present.

The members of the Task Force wish to express our appreciation for the opportunity to participate in such a challenging undertaking and hope that this report will provide the foundation for the future development of Day Care in Nova Scotia.

Yours sincerely,

E. McNaughton

Elizabeth McNaughton
Chairperson
Provincial Co-ordinating Committee
Task Force on Day Care

EMcN/cmc

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RECOMMENDATIONS[1] AND PRIORITIES

The Task Force recommends:

1. That the level of funding to registered centres be increased so that the boards of directors will have the opportunity to pay more appropriate salaries to child care workers employed in day care facilities. (p. 16)

2. That there be an increase in the funding of registered centres of $1.25 per day per subsidized child, effective November 1, 1983. (p. 17)

   That part of the increase in funding to registered centres be provided through an equipment grant of $100 per subsidized space (approximately $0.38 per day per child) based on the occupancy rate of the previous year. That the grant be paid annually in a lump sum, commencing November 1983, and be increased annually to reflect changes in the cost of living. (p. 21)

   That the remaining increase $0.87 (1983 dollars) be provided through an increase in the per diem rate. (This will result in an overall increase of $1.25). That the increase to the per diem rate be made available to all registered centres effective November 1, 1983. (p. 21)

3. That the review of per diem rates which normally occurs in November be moved to April and that the regular adjustment to per diem rates which would have occurred in November, 1983, be made April 1, 1984. (p. 21)

4. That the system of establishing per diem rates for individual centres be changed effective April 1, 1984 so that a proposed budget, expenditures year to date, and audited costs of the previous year are all taken into consideration. (p. 23)

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[1]The recommendations are listed in the order of priority unless no date for implementation was determined, in which case they appear at the end. The page number at the end of each recommendation indicates where the discussion relating to that recommendation begins in the text.

5. That the number of subsidized spaces be increased in April, 1984 by fifty to 1910 and that when these are allocated, priority be given to centres in communities where there is need for additional spaces. (p. 29)

That the Department of Social Services review the number of subsidized spaces annually and increase the number whenever there is an identifiable increase in need for these spaces. (p. 29)

6. That when the Department of Social Services reviews the number of subsidized spaces annually, consideration be given to the need for additional spaces for alternative care, e.g., family day care. (p. 33)

7. That the differential rate for handicapped children be made available to an additional five children. That use of this rate not be assigned to any particular centre or region, but be used for individual children with a medically identified handicap. (p. 30)

That the need for additional spaces for handicapped children be reviewed annually, and the number of differentials be increased to meet any increase in need. (p. 30)

8. That the Department of Social Services increase the staff in the day care section in April, 1984 by one person, with background in Early Childhood Education and experience in a day care centre so that the Department can provide more support services to the Day Care community. (p. 34)

9. That the Department of Social Services develop standards for infant care by May, 1984 and as part of these, establish a differential rate for infants. That implementation of the standards and a differential rate for existing spaces be effective April, 1985, and at the same time, 25 new spaces for infant care be added to the total allocation of subsidized spaces. (p. 31)

That the need for spaces for infant care be reviewed annually, and the number of spaces be increased to meet any increase in need. (p. 31)

10. That the Department of Social Services implement staffing standards as part of the day care regulations. It is recommended that the director and one-third of staff in each day care centre or day nursery be required to have successfully completed a training program in Early Childhood Education or the equivalent, within three years of implementation of the recommendation, and that the director and two-thirds of the staff in each day care centre or day nursery have successfully completed a training program in Early Childhood Education or the equivalent, within five years of implementation of the recommendation. (p. 26)

That the Department of Social Services, in consultation with day care educators and practitioners, develop a definition of equivalency prior to the implementation of the above recommendation. (p. 26)

11. That a second person with background in Early Childhood Education and experience in a day care centre be added to the staff of the day care section of the Department of Social Services in October 1984, in order to assist with the implementation of the infant day care standards and to further develop the consultative capacity of the department. (p. 34)

12. That three thousand dollars ($3000) per year be made available for training grants. That individuals working in any licensed facility who wish to upgrade their qualifications in Early Childhood Education be eligible for these grants. That the amount made available to each person be 50 percent of the cost incurred, up to a maximum of $300 per year. That the remaining cost be borne by either the individual or the centre employing the person who wishes to upgrade their qualifications. That the $3000 be allocated equally among the five regions. (p. 27)

13. That $2500 per year be made available for workshops in Early Childhood Education. That the $2500 be allocated equally among the five regions. (p. 34)

14. That the Department of Social Services set up a one year pilot project to study the feasibility of providing subsidization for families wishing to place their child(ren) in an owner-operated commercial centre. It is recommended that 30 spaces be made available to parents on a first come first serve basis and that these spaces not be allocated to specific centres. Eligibility of families for subsidy should be determined by a needs test developed specifically for this purpose. (p. 31)

15. That the Department of Social Services review the problems with the income test used to determine eligibility for subsidization in registered centres and revise the test so that the point at which a family becomes ineligible for subsidy falls automatically from the formula. That the other problems, including the amount of the handicap deduction, the loss of the employment deduction while unemployed but still in the labour market and the frequency of review be corrected. That the revision be completed prior to the review of the Task Force report in 1985. (p. 24)

16. That the Department of Social Services conduct a study of alternative methods for adjusting the maximum per diem rate (e.g., a model, historical trends, budgets or market forces) prior to the review of the Task Force report which is planned in two years time. In the meantime, the maximum per diem rate be adjusted annually using the formula devised by the 1979 Task Force. (p. 21)

17. That the Department of Social Services review its involvement with the Child Development Services preschool workers program, Truro. (p. 27)

PRIORITIES[1]

1983	1984	1985	Long-Term
November Increase Per Diem[2] $46,750	April Budget Financing	April Training Grant $ 3,000	
Introduction of Grant $160,000	Annual Increase In Per Diem $287,300	Workshops $ 2,500	
	Increase Number of Subsidized Spaces $137,800		
	Increase Handicap Spaces $21,000	Redesign Income Test X	
	Increase Department Staff - One Person $28,700		
	May Introduce Standards For Infant Care	Differential Existing Spaces ----------$117,000	
		Increase Infant Spaces $119,300	
	September Introduce Staffing Standards ----------		X
	October Second Person - Department Staff $ 14,400	October Implement Pilot Project $ 48,120	
TOTAL '83-'84 $206,750	TOTAL '84-'85 $489,200	TOTAL '85-'86 $289,920	

[1]The priorities are listed under the recommended date of implementation and the costs appear where the cost impact will occur. An X replaces the cost where no cost can be determined.

[2]Assumes that rates would have been increased by 6 percent.

INTRODUCTION

The Task Force on Day Care was established by the Minister of Social Services in December 1982 with the following Terms of Reference,

> "To review the latest thinking and advocacy concerning Day Care, including all matters referred to in the proceedings of the second National Day Care Conference held in Winnipeg in September 1982; to consult with parents, Day Care Board members, administrators, and staff, and with social work, education and health professionals; to hold regional public meetings in the Province; and to recommend to the Minister of Social Services, by June 1983, an order of priority for participation of public funding in near and midterm development of Day Care in Nova Scotia."[1]

Membership consisted of representatives of registered day care centres, private day nurseries, parents, and the Department of Social Services. (See Appendix A for a list of members of the Task Force)

Consultation with members of the day care community and professionals was done primarily through the public hearings. These were held during the last two weeks of March 1983 and were well attended by persons representing a variety of interests - professional groups, agencies, day care centres. Private nurseries were somewhat under represented as were parents, in some regions. Many persons who presented to the Task Force expressed appreciation for the opportunity to make their views known to the government.

Most presentations dealt primarily with practical, immediate concerns. Although the Task Force had been counselled by the Minister not to prejudge the

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[1]See Appendix L for Resolutions from National Day Care Conference, Winnipeg, 1982.

resources of the government, persons presenting had a tendency to do so. Rather than outlining what would be ideal, most submissions dealt with what the presenter judged to be feasible.

The recommendations contained in the report deal with those issues identified by the Task Force as major issues. The timetable for implementation covers a two year period. Although this is a very narrow interpretation of "midterm", the Task Force felt that it was impossible to develop a longer term plan until many of the pressing, immediate needs are met.

Because there was little call in the submissions for any major reorganization of day care services, the Task Force has assumed that the provision of day care will continue to be a joint responsibility of the community, private sector and government - the primary responsibility of government being the regulation of centres, and the provision of public funding through subsidization for parents with economic and social need.

The report begins with a list of recommendations and a timetable for implementation. The second chapter provides some background information on the organization of day care in Nova Scotia, the role of the Department of Social Services, the purpose of day care, and an assessment of future need. The remainder of the report discusses the major issues which were identified by the Task Force, identifies priorities and determines the costs involved.

DAY CARE IN NOVA SCOTIA

Day Care is defined in the Day Care Act 1978, as follows:

> "Day Care means the providing of services pertinent to a child's physical, social, emotional, and intellectual development apart from the child's parents or guardian..."

The public perception of day care cannot be as clearly defined. Programs such as those designed for "latch-key" children are frequently thought of as day care programs but may not conform to the official definition because they are predominately recreational in nature. On the other hand, many persons outside the day care community perceive day care as essentially a babysitting service. Although there were no requests that the definition in the Act be changed, many of the recommendations made in submissions imply that day care services should be broader in scope than they now are.

Purpose of Day Care

Families use day care for a variety of reasons:

1. As child care while parents are employed or in a training program.
2. For children in families with a social need.
3. For children with special developmental needs.
4. To enhance the growth and development of young children.

Formal day care is not the only resource available to parents who are employed. In fact, the majority of Canadian mothers who are employed use the services of informal care givers, either in their home or the home of the care giver. The existence of these arrangements cannot be totally ignored when planning for the future of day care. Although the care provided may not be comparable to that available in a centre, the price is usually lower and this will frequently determine the choice made. If the price of day care rises substantially, more parents may be forced to use such babysitting services unless a subsidy is available to them.

Day care also performs a valuable role in providing a support service to families with a social need. As such, it is a preventive service which assists both single-parent and two-parent families in meeting the needs of their young children.

Children with special needs e.g., physical or mental handicaps also benefit from experience in day care. These children have special developmental needs which cannot be met by the family alone, and need assistance in acquiring the skills necessary for school entrance.

Finally a number of families use day care to prepare their children for school, and to enhance their development. Part-day programs in commercial centres are usually used for this purpose.

Availability of Day Care

Prior to the proclamation of the Day Nurseries Act in 1967, very little day care was available in Nova Scotia and there was no control of quality. Public funding of day care began in 1972. Since that time, government expenditures on day care have increased from $136,000 to just under 4 million dollars in 1982/83. As well, both the number of centres and spaces available has increased substantially.

In March, 1983, there were 304 licensed day care facilities[1] in Nova Scotia. These provide part and full-day programs for approximately 7,000 children. Licensed facilities fall into three categories:

1. Registered Day Care Facilities
2. Commercial Day Care Nurseries.
3. Child Development Centres.

Registered Day Care Facilities

Registered day care facilities are non-profit, government subsidized facilities that are incorporated under the management of a Board of Directors and registered with the Registry of Joint Stock Companies of Nova Scotia. The

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[1]Anyone caring for four or more children must be licensed.

Boards of Directors, which include representatives of the community, parents/guardians, and staff, play an important role in the effective provision of appropriate day care services to families in the community.

The Department of Social Services provides subsidy payments to registered day care facilities, on behalf of children whose families qualify for financial assistance on the bases of economic and social need. The day care services section of the department licenses registered day care facilities annually and provides consultation to staff and board members.

In March 1983, there were 44 registered day care facilties with a total of 525 non-subsidized spaces and 1,860 authorized subsidized spaces, of which 1777 were filled at that time. One registered facility, Sackville Family Day Care, places children in approved family day care homes rather than in a group centre.

Commercial Day Care Nurseries

In March 1983, there were 260 privately operated facilities licensed under the Day Care Act. These provide care to approximately 5,000 children through either a part-day program or full-day program. The operator of a private day care facility may be an individual owner, a church or a community association.

Although the commercial centres are often labeled as "profit making centres", this label is often inappropriate. The fees charged to parents usually are kept as low as possible in order for the centres to remain competitive.

The primary responsibility of the day care services section in relation to commercial day care centres, is licensing. In conjunction with this, the section provides consultation to ensure that the standards defined in the regulations are maintained and to assist each centre in developing its program beyond minimum standards.

Child Development Centres

There are 33 child development centres in the province. They are all licensed as privately operated, part-day facilities and are managed by a local Board of

Directors. The goal of each centre is to provide an enriched development program for preschool children from financially disadvantaged homes.

The Child Development Centres were established under the model of the Headstart Program initiated in the United States. The province assists the funding of these programs by means of an annual grant which is cost-shared under the Canada Assistance Plan.

Role of the Department of Social Services

The primary role of the Department of Social Services is the licensing of all day care facilities and the provision of support services. In the case of registered centres, the department establishes a per diem rate for subsidization, allocates subsidized spaces, and provides consultation. Responsibility for identifying the need for a centre or additional centres in a community, and the development of these centres rests with the community. This also applies to the type of care being offered. Centres are free to offer part-day programs, develop satellite programs for family day care, provide extended hours, etc.

Future Need for Day Care

Although there has been a decline in the birth rate during recent years, the need to expand day care services is likely to continue into the foreseeable future due to the increasing participation of women in the labour force and the growth in single parent families. In 1982, the labour force participation rate for Nova Scotia women was 45.4 percent compared to the Canadian rate of 51.6 percent[1]. This rate has been increasing in recent years. Between 1971 and 1976, the Nova Scotia rate increased 11.1 percent. The increase was even greater for married women - 18.6 percent[2]. Of even more significance is the number of women with

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[1]Statistics Canada, Historical Labour Force Statistics, 1982, p. 232 and p. 225.

[2]Statistics Canada, Labour Force Participation Rates by Age and Sex and by Marital Status and Sex, #94-804, Table 9 and Table 11.

preschool children who are employed. In 1976, 37 percent of Canadian women with children under six were employed[1].

Growth in the number of single parent families will also affect the need for day care. Between 1971 and 1976, there was a 12.6 percent increase in single parent families. For parents between the ages of 15 and 44, the increase was more than double that for all families - 28.5 percent[2]. The availability of day care is particularly important to these families, both in assisting the parent who is employed and as part of a support system for those who are not. 1976 statistics for Canada show that 45 percent of married women with children under age six and whose spouses were absent were employed[1]. While 15 percent of the children of all employed mothers were placed in day care facilities, 37 percent of the children of employed single mothers were in these facilities. (See Table 1). Statistics from the Nova Scotia Department of Social Services show that 73 per cent of families using subsidized spaces in registered day care centres are single parent families.

From this, it would appear that there will be no decline in the need for day care services in the future. The Task Force kept this need in mind when formulating its recommendations.

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[1]Statistics Canada, Female Labour Force Participation Rates #94-836, Table 1

[2]Statistics Canada, Characteristics of Parents in Lone-Parent Families, #93-825, Table 24.

TABLE 1

TYPE OF CARE WHERE MOTHER IS EMPLOYED CANADA

	All Mothers		Single Mothers	
	# of Children	Percent	# of Children	Percent
Nursery Schools or Kindergarten[1]	206,000	32%	21,000	35%
Day Care Centre	95,000	15%	22,000	37%
Own Home	235,000	36%	27,000	45%
Another Private Home	303,000	47%	20,000	33%
Total Children[2]	684,000		60,000	

Source: Statistics Canada, Labour Force Survey Research Paper #31, 1982.

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1 Defined as a class or school which is normally part of the education system leading to Grade 1, also includes other preschool programs, e.g.,, Montessori Schools.

2 The columns cannot be summed because more than one child care arrangement may be used by a family.

ORGANIZATION OF THE TASK FORCE

The Task Force comprised a provincial co-ordinating committee and five regional committees. The provincial co-ordinating committee was responsible for the overall co-ordination and direction of the Task Force while the regional committees were responsible for the public meetings and the compilation of the material received in each region. To increase the regional input into the Task Force, the regional chairpersons and one community representative from each regional committee met with the provincial co-ordinating committee on a monthly basis.

Public hearings were held in 14 locations during the last two weeks of March 1983. Requests for submissions were placed in local newspapers throughout the province early in March 1983. (See Appendix B for the text of the advertisement listing all locations) There were 102 written and/or oral presentations, and 5 letters representing the opinions of a variety of individuals and organizations both within and outside the day care community. (See Appendix C for a regional breakdown of submissions).

From the large number of issues, the provincial co-ordinating committee along with the representatives of the regional committees identified major issues i.e. those which were raised most frequently. These issues form the basis for the discussion and recommendations. Issues which did not result in recommendations are discussed briefly in Appendix D.

During the deliberations of the Task Force, it became apparent that government response to specific issues was not always appropriate but that response to more general issues could to some extent alleviate the problem. Because of this, the Task Force grouped specific issues into four categories as follows:

Category	Specific Issues
Funding	Salaries Grants Parent Affordability Budget Financing
Training	Standards Licensing or Certification
Subsidized Spaces	General Increase Special Spaces, e.g., Infant, Family Portable Subsidy
Departmental Support	Consultation Enforcement Workshops

The recommendations of the Task Force address each of general areas of concern. Some recommendations may appear to bear no resemblance to the specific requests raised in the submissions. However, the Task Force attempted to address the problems underlying the concerns and identify government action which would be appropriate.

Once the recommendations were formulated, priorities were determined and costs estimated. The method used to do this is discussed in more detail in the section on priorities and costs.

A meeting of all the committees of the Task Force was held in June, 1983 to review the recommendations and priorities. All the recommendations prepared by the Provincial Co-ordinating Committee were discussed and the members of the Regional Committees voted on them. Most of the recommendations included in the report were passed unanimously. Those which were not, received at least 80 percent support from those present.

FUNDING

The Task Force identified that funding was the primary concern of those making submissions. Within the funding category, salary levels, grants, budget financing and parent affordability were specific issues. Although budget financing and parent affordability were mentioned much less frequently than grants and salary levels, the Task Force felt that they were an integral part of the funding system and could not be dealt with separately.

SALARIES

Concern over the level of salaries paid to day care personnel was the most frequently raised specific issue. This concern was expressed in 50 submissions representing all groups and organizations, except private operators. As well, concern was frequently expressed over the lack of fringe benefits, particularly a pension plan.

The Task Force examined the policies in other provinces and assessed the implications of the government developing salary guidelines. It was found that no provincial government set salary guidelines for day care workers and where such guidelines exist, these were established by the professional association (see Appendix E). Workers in day care are employed either by the board, in the case of registered centres, or a private operator, in the case of day nurseries. In the former situation, the introduction of salary guidelines by the government would mean interference with the autonomy of the boards and ultimately raise questions about the usefulness of such boards. In the latter situation, it would mean that even if the guidelines were to apply only to registered centres, it would be impossible for day nurseries to ignore them and still attract workers. For these reasons, the Task Force decided that the Department of Social Services should neither develop salary guidelines, nor provide fringe benefits for day care workers.

Having taken this position, the Task Force then examined other ways in which the salaries of day care workers could be increased. The amount of funding available to centres and the level of salaries are inseparable.

Consequently, centres will be in a position to pay higher salaries, if revenues are increased.

RECOMMENDATION

That the level of funding to registered centres be increased so that the boards of directors will have the opportunity to pay more appropriate salaries to child care workers employed in day care facilities.

LEVEL OF FUNDING

Having concluded that funding should be increased, the Task Force was faced with the problem of determining the amount of this increase. Three approaches were explored: (1) developing a model of a typical day care centre and its cost of operation; (2) allowing market forces to determine the price; (3) making an ad hoc adjustment based on a comparison of the current maximum per diem rate with the subsidy levels of other provinces, the rates in commercial full day centres, audited costs, etc.

The development of a model would require government to determine a price for all components of day care because the total cost of operating a "typical" centre would have to be determined. As well, one model would probably not suffice as costs per child are likely to vary depending upon a number of factors e.g., the size of the centre. Because it had earlier been decided that the government should not establish salary guidelines and it would be impossible to develop a model without doing so, this approach to establishing an appropriate level of funding was rejected.

Allowing market forces to determine the level of funding would involve the elimination of a maximum per diem rate. Instead, centres would set their rate based on the cost of operation. When costs increased, the rate would increase. Pressure to increase the rate would come from demand for higher salaries by workers. Pressure to keep the rate low would come from those consumers who

would be required to pay the full fee. This approach was rejected because none of the submissions had advocated it.

The ad hoc method which bases the rate on factors such as rates in other provinces, commercial centres etc. is somewhat arbitrary. There is no one indicator or combination of indicators that can reliably determine what the rate should be. Costs in other provinces may not be the same as those in Nova Scotia for a number of reasons e.g., a different ratio of trained and untrained workers. Similarly, costs in commercial centres may not be a good proxy for those in registered centres. However, under the circumstances, the ad hoc approach appeared to be the most suitable.

Although it is customary to compare per diem rates among provinces, a comparison of subsidy levels (Table 2, pg. 19) gives a better indication of public funding of day care. The subsidy level is determined by combining the per diem rate with any annual grant (expressed as a daily rate) for those provinces where both are provided. Such a comparison does not change the relative position of Nova Scotia, which is the second lowest in the country, but does change the magnitude of the difference.

A further comparison of current funding levels with those in 1979 reveals that government funding of day care in other provinces has increased faster than in Nova Scotia, (Table 3, pg. 19) in spite of the regular indexing of the maximum per diem rate since 1980.

Although comparisons with other provinces give an indication of the adequacy of public funding for day care in Nova Scotia, they give little indication of what the level of funding should actually be, due to differences in costs from province to province. In an attempt to identify an appropriate rate, the Task Force examined rates in commercial centres, actual costs in registered centres, and the report of the 1979 Task Force on Day Care Financing.

TABLE 2

INTERPROVINCIAL COMPARISON OF SUBSIDY LEVELS

Province	Per Diem[1] Rate	Minimum Parent Contribution	Subsidized Portion of Per Diem	Grant for Recurring Costs[3]	Subsidy per Day
Nfld.[2]	$10.38	None	$10.38	-	$10.38
N.S.	10.25	$1.15	9.10	-	9.10
P.E.I.	11.00	None	11.00	-	11.00
N.B.	8.10	None	8.10	$ .30/day	8.40
P.Q.	9.00	1.00	8.00	3.50/day	11.50
Ont.[2]	13.00	None	13.00	-	13.00
Man.	10.35	None	10.35	870/space	13.70
Sask.	12.05	1.20	10.85	100/space	11.23
Alta.	11.08	2.08	9.00	840/space	12.23
B.C.[4]			11.00		11.00

Source: Phone calls to day care personnel in each province.

[1]Monthly rates were converted using 260 child care days per year.

[2]Per diem rate is based on the average.

[3]Per space grants were converted using 260 child care day per year. This is an approximation only as spaces may not always be filled.

[4]B.C. provides a maximum subsidy but does not specify a per diem rate.

TABLE 3

INTERPROVINCIAL COMPARISON OF INCREASES IN SUBSIDY LEVELS

	1979[1]	1982	% Increase
N.S.	$7.50	$9.10	21.3%
N.B.	6.00	8.40	40.0%
Que.	9.00	11.50	27.8%
Man.	8.72	13.70	57.1%
Sask	6.82	11.23	64.7%
Alta[2]	8.40	12.23	45.6%
B.C.	8.00	11.00	37.5%

1 From Report of the Task Force on Day Care Financing, 1979. Per Diems are reduced by family fee. Only these provinces where rates were given in 1979 are included.

2 1979 Rate is for the City of Edmonton.

The average per diem rate in full-day commercial centres during the period between March 1982 and March 1983 was $10.22. The provincial average for registered centres in September 1982 was $9.19 per day - $1.03 less than the average in commercial centres.[1]

Examination of the report of the 1979 Task Force on Day Care Financing revealed that the adjustment made to the rate at that time did not bring funding to an adequate level. The report indicated that an adequate rate could be as high as $8.50 per day. However, because of the financial constraint placed on that Task Force, the rate was raised to only $8.00 per day. This is one source of the current funding problem.

A second source of the problem arises from the system used to make the annual adjustment to the maximum per diem rate. This adjustment is usually based on increases in salaries and the cost of living during the previous year. Although the adjustment may not reflect the current economic situation, day care rates will, in the long run, increase at a rate comparable to increases in other areas of the economy. This situation changed with the introduction of the provincial restraint program in 1982. In November 1982 adjustments to per diem rates were based on the provincial guidelines rather than the formula. Although restraint would have eventually affected day care, the impact under normal circumstances would not have been felt until November 1983 (see Appendix F for a comparison of the actual rate with the rate derived using the formula). Unless an adjustment is made to compensate for the premature impact of the restraint program, the funding of day care will fall behind that of other services and further behind the "adequate" level identified in 1979.

The Task Force decided that the ($.50) fifty cent shortfall which remained after the 1979 adjustment and the shortfall resulting from the premature impact of the restraint program would represent the amount of the immediate adjustment

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[1]Rates for commercial centres were taken from annual reports which are submitted when licenses are renewed. Rates for the registered centres were from September 1982 - the midpoint of the year used in the calculation for commercial centres.

which should be made to day care financing. In 1983 dollars, this would be a $1.25 per child per day. (see Appendix G for calculation)

RECOMMENDATION

That there be an increase in the funding of registered centres of $1.25 per day per child, effective November 1, 1983.

METHOD OF FUNDING

Almost everyone who requested increases in funding wished this to be done in the form of an ongoing grant. This method of funding has been adopted by a number of provinces as a supplement to the per diem rate, and has the advantage of keeping rates low for the full-paying user. However, there are two major disadvantages. First, federal cost-sharing is limited to those costs associated with families eligible for subsidy. Secondly, a grant to registered centres only, will keep per diem rates in these centres low giving them an advantage over commercial centres in attracting full-paying users. This will ultimately affect the mix of commercial and non-profit centres in the community. A grant system which would provide assistance to commercial as well as non-profit centres would eliminate the latter problem. However, because there were very few requests for financial assistance for commercial centres in the submissions, this option was not explored further.

Although the Task Force believes that there are disadvantages to providing the additional funding by means of a grant, the overwhelming endorsement of this method in the submissions could not be ignored. For this reason, it is recommended that part of the increase be given in the form of a grant with the remaining portion being given through an increase in per diem rates. The Task Force is also recommending that the grant be earmarked for equipment to give centres an opportunity to upgrade equipment and free money normally spent on equipment for other expenditures, e.g., salaries.

RECOMMENDATION

That part of the increase in funding to registered centres be provided through an equipment grant of $100 per subsidized space (approximately $0.38 per day per child) based on the occupancy rate of the previous year. That the grant be paid annually in a lump sum, commencing November 1983, and be increased annually to reflect changes in the cost of living.

RECOMMENDATION

That the remaining increase $0.87 (1983 dollars) be provided through an increase in the per diem rate. (This will result in an overall increase of $1.25). That the increase to the per diem rate be made available to all registered centres effective November 1, 1983.

TIMING OF ANNUAL REVIEW

The annual increase in the maximum per diem rate normally takes place in November. The increase recommended for November, 1983 is not intended to replace the regular adjustment. Instead, the Task Force is recommending that the annual adjustment be moved to April to coincide with the introduction of a budget financing system, (to be discussed below) and the department's fiscal year (See Appendix F for proposed increases and schedule of implementation).

RECOMMENDATION

That the review of per diem rates which normally occurs in November be moved to April and that the regular adjustment to per diem rates which would have occured in November 1983 be made April 1, 1984.

The proposed adjustment to the per diem rate represents a temporary adjustment only. Funding is likely to continue to be a problem because day care is not yet a fully developed service - a large percentage of workers are untrained, salaries

are low compared to equivalent employment elsewhere etc. As more workers become trained there will be increasing pressure on salaries that will result in day care costs increasing at a rate greater than the cost of living.

RECOMMENDATION

That the Department of Social Services conduct a study of alternative methods for adjusting the maximum per diem rate (e.g., a model, historical trends, budgets or market forces) prior to the review of the Task Force Report which is planned in 1985. In the meantime, the maximum per diem rate be adjusted annually using the formula devised by the 1979 Task Force.

BUDGET FINANCING

Not only does the level of funding make it difficult for centres to increase the salaries of Day Care workers, but the system used to determine the per diem rate for individual centres also impacts on salaries, the major cost component.

At present, the per diem rate for each centre is based on costs incurred during the previous year without consideration for current financial requirements. An increase in the maximum per diem rate will only result in an increase in the rate of an individual centre if actual costs have increased. This makes it difficult for centres to hire staff with more training or make any improvements without getting into a deficit position or introducing a surcharge. The Task Force feels that a system of financing which would be based on a proposed budget, expenditures year to date and audited cost of the previous year would enable the centres to exercise better planning and control.

RECOMMENDATION

That the system of establishing per diem rates for individual centres be changed effective April 1, 1984 so that a proposed budget, expenditures year to date, and audited costs of the previous year are all taken into consideration.

PARENT AFFORDABILITY

Concern that increases in per diem rates would make Day Care increasingly unaffordable to families, particularly middle income families, was expressed in a number of submissions. Because of this, the Task Force examined the income test which is presently used to determine eligibility for subsidy. A number of problems with the test were identified. These appear to fall into two categories - (1) design problems and (2) problems that would require a minor adjustment only.

Design Problems:

The present income test is designed in such a way that the formula for determining the payment in no way relates to the ceiling. A family may appear to be eligible for subsidy according to the income ceiling, but when the formula is applied they will be required to pay the full fee. In the case of a family where two children are in day care, a situation can arise where a small increase in family income results in an increase in day care costs which exceeds the increase in income.

Comparisons with other provinces are difficult because of different definitions of income, deductions, etc. All provinces except Ontario use an Income Test to determine the eligibility of a family for subsidy. Most provinces allow the formula to determine when eligibility ceases, regardless of the number of children in day care. Consequently, eligibility for partial subsidy ceases when the formula results in the family payment equalling the per diem rate. Such an approach is administratively less difficult and would result in very little increase in costs. (Appendix H gives a comparison of current ceilings with those derived from the formula.)

Removing the artificial ceiling will to some extent alleviate the problem. However, it may also be necessary to review the formula itself. There are differences among provinces in the formula used. Anywhere from $0.25 to $0.50 of each dollar of income in excess of the full subsidy income level is applied to day care costs. This affects the point at which families cease to be eligible for subsidy, and the extent to which middle income families benefit.

Other Problems:

A number of other problems with the income test were identified in the submissions. These included concerns about persons moving from eligibility to ineligibility and back to eligibility again as a result of small income changes. As well, persons may pay a higher rate for day care when they are unemployed receiving Unemployment Insurance and looking for work, than when they are employed because they are not eligible for the deduction for work related expenses. Concern was also expressed that there had been no increases in the deductions allowed for handicapped children. It is the feeling of the Task Force that not all problems were identified and that when the following recommendation is implemented, an attempt should be made to identify all problems before redesigning the income test.

RECOMMENDATION

That the Department of Social Services review the problems with the income test used to determine eligibility for subsidization in registered centres and revise the test so that the point at which a family becomes ineligible for subsidy falls automatically from the formula. That the other problems, including the amount of the handicap deduction, the loss of the employment deduction while unemployed but actively searching for employment and the frequency of review be corrected. That the revision be completed prior to the review of the Task Force report in 1985.

TRAINING AND LICENSING

The development of a procedure for certifying or licensing day care workers was the second most frequently mentioned specific area of concern. In general, there was concern over the low level of training of day care workers with the resulting impact on the quality of care and the public perception of day care. Frequently, the introduction of a licensing procedure was mentioned as a means of resolving these problems.

The Task Force reviewed licensing procedures in other provinces and discovered that the government in only one province, British Columbia, was involved in the licensing of day care workers (see Appendix E). In Ontario, this responsibility has been assumed by a professional association of day care workers.

A cursory examination of the situation in other professions confirms that the latter approach is not unusual. Professional standards and discipline are the responsibility of the profession not the government. For this reason, the Task Force felt that it was inappropriate for the government to become involved in the licensing of day care workers.

Instead, government can play an important role in upgrading the qualifications of persons working in day care by setting staffing standards for day care centres. A review of the regulations in other provinces shows that two provinces have implemented staffing regulations and another two are in the processing of introducing them.

In determining an appropriate timetable for the introduction of staffing regulations, data was obtained from the annual reports of both registered centres and day nurseries. It was found that 35 per cent of staff in all licensed centres in Nova Scotia have at least one year of training in early childhood education. Another 14 per cent have some courses. It is likely that many of those with some courses are working towards formal qualifications. Viewing this from the perspective of the centre rather than the worker, at least one-third of the staff

in approximately 60 per cent of the centres have some training. (See Appendix I for a breakdown by type of centre)

RECOMMENDATION

That the Department of Social Services implement staffing standards as part of the day care regulations. It is recommended that the director and one-third of staff in each day care centre or day nursery be required to have successfully completed a training program in Early Childhood Education or the equivalent, within three years of implementation of the recommendation, and that the director and two-thirds of the staff in each day care centre or day nursery have successfully completed a training program in Early Childhood Education or the equivalent, within five years of implementation of the recommendation.

Due to time constraints, the Task Force did not define equivalency. However, it was considered imperative that a definition be developed before implementation of the recommendation.

RECOMMENDATION

That the Department of Social Services in consultation with day care educators and practitioners, develop a definition of equivalency prior to the implementation of the above recommendation.

It is recommended that changes to the regulations be introduced as soon as possible because of the need to give notice. This will give day care practitioners and centres the opportunity to upgrade staff qualifications where necessary. It should also be noted that the financial impact of the implementation of this recommendation will not be felt immediately.

TRAINING

A number of issues related to training were raised in the submissions. These included (1) the availability and accessibility of training in some regions, (2) the

financial hardship encountered by workers who wish to upgrade their qualifications and (3) the quality of training available. Accessibility and availability was a problem in those areas furthest from Truro and Halifax where programs are offered. Financial hardship was a concern of workers throughout the province because of low salaries and the need for centres to hire replacement workers with a consequent loss of salary to workers engaged in training. Concerns about the quality of training were also raised a number of times but few specific details were provided.

Because of the recommendation to introduce staffing standards, the Task Force felt that the training issues were particularly important. Without quality training which is accessible to persons in all regions of the province, it will be difficult for the day care community to meet these standards. Although the government is involved in only one of the three training programs for day care workers in Nova Scotia, the Task Force felt that it should take greater responsibility for the quality of training in this program. As well, it was felt that the government should provide some compensation to individuals already employed in day care, who wish to upgrade their skills to meet the new requirements.

RECOMMENDATION

That three thousand dollars ($3000) per year be made available for training grants. That individuals working in any licensed facility who wish to upgrade their qualifications in Early Childhood Education be eligible for these grants. That the amount made available to each person be 50 percent of the cost incurred, up to a maximum of $300 per year. That the remaining cost be borne by either the individual or the centre employing the person who wishes to upgrade their qualifications. That the $3000 be allocated equally among the five regions.

RECOMMENDATION

That the Department of Social Services review its involvement with the Child Development Services preschool workers program, Truro.

SUBSIDIZED SPACES

The need for additional subsidized spaces was mentioned in a number of briefs. In communities with a shortage of subsidized spaces, there were requests for both a general increase, and the introduction of special care, e.g., infant care. In communities with sufficient subsidized spaces, the request was for additional spaces for special care.

GENERAL INCREASE

An insufficient number of subsidized spaces was the most frequently mentioned concern in two regions - Halifax and the North Shore. Closer examination of the submissions revealed that the requests for more spaces came primarily from Dartmouth and Truro. The Task Force examined the province-wide usage of subsidized spaces during the past four years in order to assess the feasibility of reallocating spaces to meet the need (see Appendix J). This examination revealed that if current trends hold, all subsidized spaces will be used by June 1983. This will happen in theory only because perfect distribution is not possible with the current system of allocating spaces to individual centres.

The Task Force concluded that with current usage, reallocation is not feasible and that additional subsidized spaces are needed. In order to determine the number, centres with waiting lists were identified, and the capacity of registered centres in the area assessed.

RECOMMENDATION

That the number of subsidized spaces be increased in April 1984 by fifty to 1910 and that when these are allocated, priority be given to centres in communities where there is a need for additional spaces.

That the Department of Social Services review the number of subsidized spaces annually and increase the number whenever there is an identifiable increase in need for these spaces.

SPECIAL SPACES

The Task Force divided the requests for special spaces into two categories:

1. those requiring government response, and
2. those to be left to community initiative.

Government Initiative	Community Initiative
Handicap	Family
Infant	After-School[1]
Portable Subsidy	24 Hour
	Workplace

The second category (Community Initiative) includes any type of special care which is possible within the current regulations. For example, the only limitation on the development of family day care is the number of subsidized spaces available to individual centres.

Government Initiative

Spaces for Handicapped Children

After the 1979 Task Force, five spaces for handicapped children were made available to registered centres. Although there is no waiting list for these spaces at this time, a number of requests for additional spaces came from two regions - Cape Breton and the North Shore. From this, it would appear that if additional spaces are made available, they would be used.

RECOMMENDATION

That the differential rate for handicapped children be made available to an additional 5 children. That use of this rate not be assigned to any particular centre or region, but be used for individual children with a medically identified handicap.

That the need for additional spaces for handicapped children be reviewed annually, and the number of differentials be increased to meet any increase in need.

Infant Care

There are now approximately seventy-five spaces for infants in registered centres throughout the province. Because there is no special rate for infant care, expansion of this type of care is likely to be limited even though a number of submissions identified that a pressing need exists. Many of the presenters who requested additional spaces for infants also advocated that special standards for infant care be established, especially a different staff-child ratio. Implementation of special standards will necessitate the introduction of a differential per diem rate. The Task Force felt that standards for infant care including a special per diem rate should be developed prior to any expansion of the number of spaces for infants. The standards should include a definition of infant care, as well as the regulation of staff-child ratios, group size, program, equipment, and space requirements.

RECOMMENDATION

That the Department of Social Services develop standards for infant care by May, 1984 and as part of these, establish a differential rate for infants. That implementation of the standards and differential rate for existing spaces be effective April 1985, and at the same time, 25 new spaces for infant care be added to the total allocation of subsidized spaces.

That the need for spaces for infant care be reviewed annually, and the number of spaces be increased to meet any increase in need.

Portable Subsidy

There were a number of requests, primarily from parents, that the subsidy be made available for use in commercial centres. This would be particularly helpful to families in rural areas where there may be insufficient demand to support both a registered and commercial centre, and families in communities where registered centres have waiting lists. As well, it may help prevent the ghettoization of day care. In examining the policy of other provinces, it was

found that in six provinces[1] the subsidy can be used in either commercial or non-profit centres.

The Task Force was aware that any change in policy might have major repercussions for the whole day care system. If there were no restrictions on the use of the subsidy, registered centres might have difficulty in attracting families, not necessarily because of the quality of care but because of the stigma. Such a policy might affect the cost sharing available under the Canada Assistance Plan, and consequently have funding implications for the province. In addition, there are a number of other questions to be answered. Registered centres are subject to regular audits. If spaces in commercial centres are used, can a comparable method of accountability be introduced? Also, we do not know whether commercial centres are really interested in taking subsidized children.

Because of the need for answers to all these questions, it was felt that this issue should be explored further in a pilot project with the objectives of (1) meeting needs in areas where there are no registered centres and (2) assessing the impact on registered centres of a policy which would give parents more freedom to use the centre of their choice. In designing the project, consideration should be given to making spaces available to meet regional needs, provide infant care, etc.

RECOMMENDATION

That the Department of Social Services set up a one year pilot project to study the feasibility of providing subsidization for families wishing to place their child(ren) in an owner-operated commercial centre. It is recommended that 30 spaces be made available to parents on a first come first serve basis and that these spaces not be allocated to specific centres. Eligibility of families for subsidy should be determined by a needs test developed specifically for this purpose.

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[1]Newfoundland, P.E.I., New Brunswick, Ontario, Alberta, British Columbia.

Community Initiative

Although the types of care placed under this heading can be provided under the existing regulations, the Task Force explored the possibility of providing some incentive or inducement to centres to offer a greater variety of care. However, it was felt that the community rather than the government was in the best position to assess and respond to these needs. Any incentive might result in centres providing one type of care at the expense of another which was needed more in the community. It was decided that the role of the department should be to ensure that sufficient subsidized spaces are available to meet the needs for alternate care as it arises. If the demand for a specific type of care appears and centres encounter obstacles in meeting the demand, the department should be approached at that time for assistance in solving the problem.

RECOMMENDATION

That when the Department of Social Services reviews the number of subsidized spaces annually, consideration be given to the need for additional spaces for alternative care e.g., family care.

CONSULTATION

The issues of consultation, better enforcement of standards, and the need for more workshops were raised frequently. Many presenters felt that the department could perform a valuable role in assisting new centres develop programs, in providing more support services to existing centres, and in helping centres develop a better liaison with other community resources. There was also concern expressed that effective enforcement of standards was not possible with the limited staff resources of the department. In addition, the need for workshops and meetings where day care practitioners can exchange ideas and be made aware of the latest developments was identified. Most persons who requested that the department expand its support services recommended that additional staff have both training and experience in Early Childhood Education.

The Task Force agreed that the department should expand its role in the suggested areas. It was also felt that more staff was needed to assist with the implementation of many of the recommendations of the Task Force e.g., implementation of infant day care standards.

RECOMMENDATION

That the Department of Social Services increase the staff in the day care section in April 1984 by one person, with background in Early Childhood Education and experience in a day care centre so that the Department can provide more support services to the Day Care community.

RECOMMENDATION

That a second person with background in Early Childhood Education and experience in a day care centre be added to the staff of the day care section of the Department of Social Services in October 1984, in order to assist in the implementation of the infant day care standards and to further develop the consultative capacity of the department.

RECOMMENDATION

That $2500 per year be made available for workshops in Early Childhood Education. That the $2500 be allocated equally among the five regions.

PRIORITIES AND COSTS

As mentioned previously, the Task Force grouped specific issues into four categories as follows:

Category	Specific Issues
Funding	Salaries Grants Parent Affordability Budget Financing
Training	Standards Licensing or Certification
Subsidized Spaces	General Increase Special Spaces, e.g., Infant, Family Portable Subsidy
Departmental Support	Consultation Enforcement Workshops

Priorities were then assigned to the general categories based on the most frequently mentioned specific issue. For example, because low salaries were most frequently mentioned, funding was given the highest priority. Continuing with this approach, training and the need for more subsidized spaces were ranked together as the next most important areas of concern, with departmental support following close behind.

Because of regional differences in priorities, the above approach was also applied regionally. The columns in Table 4 indicate the priorities for each region while Table 5 shows the frequency with which each issue area was ranked first, second, third, or fourth.

TABLE 4
PRIORITIES BY REGION

	Cape Breton	North Shore	Halifax	Central	Western
Funding	1	2	2	2	2
Training	3	2	3	1	1
Subsidized Spaces	2	1	1	3	3
Departmental Support	4	3	4	2	3

TABLE 5
RANKING - EACH REGION SEPARATE

ISSUE	RANK			
	1	2	3	4
Funding	1	4		
Training	2	1	2	
Subsidized Spaces	2	1	2	
Departmental Support		1	2	2

Because no one issue was the highest priority in all regions, the Task Force felt that there should be some immediate action taken in each of the general areas. Priorities have been assigned to specific recommendations within the general categories. These, along with incremental costs, are in Table 6.

TABLE 6

PRIORITIES[1]

1983	1984	1985	Long-Term
November	April	April	
Increase Per Diem[2] $46,750	Budget Financing	Training Grant $ 3,000	
Introduction of Grant $160,000	Annual Increase In Per Diem $287,300	Workshops $ 2,500	
	Increase Number of Subsidized Spaces $137,800		
	Increase Handicap Spaces $21,000	Redesign Income Test X	
	Increase Department Staff - One Person $28,700		
	May		
	Introduce Standards For Infant Care ----------$117,000	Differential Existing Spaces	
		Increase Infant Spaces $119,300	
	September		
	Introduce Staffing Standards ----------X		
	October	October	
	Second Person - Department Staff $ 14,400	Implement Pilot Project $ 48,120	
TOTAL '83-'84 $206,750	TOTAL '84-'85 $489,200	TOTAL '85-'86 $289,920	

[1]The priorities are listed under the recommended date of implementation and the costs appear where the cost impact will occur. An X replaces the cost where no cost can be determined.

[2]Assumes that rates would have been increased by 6 percent.

Costs

Two approaches have been taken in costing the recommendations. The annual cost in 1983 dollars is given in Appendix K for each recommendation where there are cost implications. In Table 6 where priorities are identified, incremental costs are given. The figures represent the actual increase in costs which can be expected during the fiscal year when the recommendation is implemented. With this approach, it is assumed that each recommendation will be implemented as it stands and in the order given. For example, if an increase in per diem rates was recommended prior to the addition of subsidized spaces, the new per diem rate would be used in calculating the cost of the additional spaces. Any change in the order or time of implementation will result in changes to these costs.

Appendix A

Members of the Task Force

PROVINCIAL COORDINATING COMMITTEE

Chairperson

Elizabeth McNaughton	Senior Research and Planning Officer Department of Social Services

Members

Elizabeth Bissett-Sagar	Director, Day Care Services Department of Social Services
Marlene Buckler	Director, Highland Play School Halifax County, N.S.
Alice Chadwick	Director Dartmouth Day Care Centre Dartmouth, N.S.
John MacGillivary	Financial Officer Day Care Services Department of Social Services
Jeanette Tobin	Parent Dartmouth, N.S.

REGIONAL COMMITTEES

WESTERN REGION

Chairperson

Douglas Raymond	Regional Administrator Department of Social Services

Members

J. Alan Comeau	Parent Yarmouth, N.S.
Gary Leach	Director Boys' & Girls' Club of Yarmouth Day Care Centre Yarmouth, N.S.

Cheryl Lively *	Director Joytime Day Care Centre Digby, N.S.
Myrna Parachnowitsch	Board Member Middleton & District Day Care Centre Middletown, N.S.

CENTRAL REGION

Chairperson

Douglas Penney	Regional Administrator Department of Social Services

Members

Gill Biddulph	Board Member Bridgewater Day Care Centre Bridgewater, N.S.
Beryl Chestney	Director Happy Heart Nursery School Mahone Bay, N.S.
Ellen Folvik	Parent, Liverpool, N.S.

HALIFAX REGION

Chairperson

Joan MacKinnon	Regional Administrator Department of Social Services

Members

Valarie Blaauw	Director South End Day Care Centre Halifax, N.S.

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* Resigned after Public Hearings.

Cathy Boyle	Director Peanut Butter Palace Pre-School Tantallon, Halifax County, N.S.
Bill Hayter	Vice Chairman of Spryfield Day Care Centre Spryfield, N.S.
Joanne Innis	Parent Dartmouth, N.S.

NORTH SHORE REGION

Chairperson

Reg Purdy	Regional Administrator Department of Social Services

Members

Gloria Fraser	Director Red Apple Nursery School Antigonish, N.S.
Fran Garbes	Parent Truro, N.S.
Annette Logan	Director Amherst Day Care Centre Amherst, N.S.
Jean MacDonald	Board Member Pictou County Day Care Centre New Glasgow

CAPE BRETON REGION

Chairperson

Cyril Reddy	Regional Administrator Department of Social Services

Members

George Campbell	Chairperson of Sydney Day Care Centre
Sharon Hope Irwin	Director Town Day Care Centre Glace Bay, N.S.
Shawn Lawrence	Parent Sydney, N.S.
Terry Rudderham	Director Tots 'N Toddlers Sydney, N.S.

APPENDIX B

Locations of Public Meetings

TASK FORCE ON DAY CARE

The Task Force on Day Care will be holding Public Meetings in March 1983 at the following times and locations:

Amherst		
Monday, March 21	7:00 p.m.	Amherst Day Care Centre 25 Park Street
Antigonish		
Tuesday, March 29	2:00 p.m. 7:00 p.m.	Boardroom Provincial Building James Street
Bridgetown		
Tuesday, March 29	7:00 p.m.	Audio-Visual Room Bridgetown High School
Bridgewater		
Monday, March 21	10:00 a.m. 1:30 p.m. 7:00 p.m.	Boardroom Provincial Building 99 High Street
Dartmouth		
Wednesday, March 23	7:00 p.m.	Auditorium Main Branch Dartmouth Library
Halifax		
Saturday, March 26	9:30 a.m.	Don MacNeil Room
Wednesday, March 30	9:30 a.m. 4:00 p.m. 7:30 p.m.	Rosaria Centre Mount St. Vincent University
Kentville		
Wednesday, March 23	10:00 a.m. 1:30 p.m. 7:00 p.m.	Boardroom Provincial Building 120 Exhibition Street
Liverpool		
Monday, March 28	10:00 a.m. 1:30 p.m. 7:00 p.m.	Queens District Office Department of Social Services 43 Carten Street
New Glasgow		
Wednesday, March 30	2:00 p.m. 7:00 p.m.	Olding Murray Centre Trinity St. Stephen Church Temperance Street

Port Hawkesbury		
Wednesday, March 30	1:30 p.m.	Courtroom Provincial Building
Sackville		
Thursday March 24	7:00 p.m.	Cobequid Multi- Service Centre Memory Lane
Sydney		
Wednesday, March 23	1:30 p.m. 7:00 p.m.	Boardroom Provincial Building
Truro		
Thursday, March 24	2:00 p.m. 7:00 p.m.	Town Council Chamber Prince Street
Yarmouth		
Tuesday, March 22	7:00 p.m.	Boardroom Provincial Building Starrs Road

Any person or group wishing to make an oral or written submission is asked to advise the Provincial Social Services Office in their area of their intention.

APPENDIX C

List of Submissions

LIST OF SUBMISSIONS

CAPE BRETON REGION

Marie Galloway, Director, Day Care for Handicapped Children, Sydney

Jeanette LeDrew, Administrator, Playschool Day Care, New Waterford

Rita Lachowiez, Cape Breton Day Care Directors Association

Pre-School Education Association of Nova Scotia

Paula Muise, Teacher of Autistic Children

Laraine Penny, Parent and Staff Member, Town Day Care, Glace Bay

Cathie Lloyd, Parent and Staff Member, Town Day Care, Glace Bay

Patricia MacDonald, Staff Member, Town Day Care, Glace Bay

Sandra MacNeil, Local 3010, CUPE (staff of the CAS of Cape Breton)

Clarine Herbert, Supervisor, Scotchtown Preschool, New Waterford

Sharon Gauthier, Director, LaGarderie Day Nursery, Sydney River

Helen Price, Regional Supervisor, Nova Scotia Human Rights Commission

Child Development Services Guild, Truro

Beverly McGee, Board of Directors, SAERC Day Care, Port Hawkesbury

Beryl Robertson, Director, Regional Occupational Centre, Port Hawkesbury

Frances Manson

Jocelyne Marchand, International Women's Day Steering Committee

NORTH SHORE REGION

Staff, Cumberland Psychiatric and Mental Health Services

Staff, Amherst Day Care Centre

Child Development Services Guild of Nova Scotia

Marian H. MacDonald, Job Orientation and Motivation Program, Truro

Hubtown Chapter, Parents Without Partners

Joyce Allison, Parent, on behalf of 26 neighbours, Truro

Donna MacDonald, Truro, Parent

Directors, Red Apple Children's Centre, Antigonish

Dianne MacDonald, Teacher, Morrison School, Antigonish

Dr. Chris Tragakis, Member of Board of Trustees, Canadian Association for Mentally Handicapped, Antigonish

Children's Place Day Care Centre, Antigonish

Pauline Osborne, Director, Canso Day Care Centre

A.G.I.R. Branch, Registered Nurses Association of Nova Scotia

Ann Bigelow, Ph.D., Associate Professor, Psychology Department, St. Francis Xavier University

Board of Directors, Pictou County Day Care Centre, New Glasgow

Staff, Pictou County Day Care Centre, New Glasgow

Parents of Handicapped Children, Antigonish

Patricia Roberts, Director, Mount Pleasant Nursery School, Truro

Susan M. Pirie-Geislinger, Parent, Truro

Amherst Pre-School Association

Bessie Snair, Director, Coop Nursery & Headstart Program, Springhill

Board of Directors, Colchester Community Day Care Association

R. Sylvia Hernandez, Truro, Day Care Worker

Claire Burill, Parent, Antigonish

Oral Submission Only

Board of Directors, Amherst Day Care Centre

HALIFAX REGION

Board of Directors, Alexandra Children's Centre

St. Joseph's Early Childhood Training Program

Eleanor Hoyle, Board Member, Victoria Children's Centre

Staff, Victoria Children's Centre

Halifax Y.M.C.A.

North End Day Care Centre

Board of Management, St. Joseph's Children's Centre

Board of Directors, Point Pleasant Child Care Centre

Elaine Ferguson, Assistant Director, St. Joseph's Children's Centre

Board of Directors, Woodside Day Care Centre and Dartmouth Day Care Centre

Board of Directors, Family Day Care, Sackville

Joyce Beaudry, Director, Family Day Care, Sackville

Don Downey, Parent, North End Day Care Centre

Children's Co-operative Day Care Nursery

Wilma Stewart, Children's Corner Day Care Centre

Association of Private Day Nursery Educators

Staff, North End Day Care Centre

Linda Baggs, Child Care Worker

Early Childhood Education Class 1983, St. Joseph's Early Childhood Training Program

Staff, South End Community Day Care

Staff, Point Pleasant Child Care Centre

Staff, Veith House Parent Child Resource Centre

Staff, St. Joseph's Children's Centre

Child Development Services Guild

Pre-School Education Association of Nova Scotia

Nova Scotia Child Care Council

Dr. Patricia Canning, Director, Child Study Program, Mount Saint Vincent University

Registered Nurses Association of Nova Scotia

Dartmouth City Social Services

Interdepartmental Committee on the Status of Women, Government of Nova Scotia

Linda MacDonnald, Canadian Congress for Learning Opportunities for Women

Elizabeth Wagner, Association for Learning Disabilities, Bedford-Sackville

Association for Family Life

Nova Scotia Association of Social Workers

Advisory Council on the Status of Women, Nova Scotia

Atlantic Conference on Learning Disabilities

Children's Aid Society of Halifax

Oral Submission Only

Parent, Tree House Nursery

Jack Hawkins, M.L.A., Hants East

Letters

Rachel Bachman, Halifax

Clara Jefferson, Chairperson, Initiatives Conference

Madeleine Smart, Dartmouth

Beverly Wile, Dartmouth

CENTRAL REGION

Lunenburg County Women's Group

Bridgewater Day Care Centre

Buttons and Bows Child Development Centre, Gold River

Lunenburg Day Care Centre

Child Development Services Guild

Wolfville Childrens Centre Council

Happy Whale Nursery School, Kentville

Sweet Heart Nursery School, Billtown

Diane Parker (applicant for license for Nursery)

Evangeline Child Care Society, Kentville

Oral Submission Only

Wee Wisdom Nursery School, Bridgewater

Small World Nursery School, Bridgewater

Fralic's Day Care Centre, Bridgewater

Kiddie Korner Child Development Centre, Milton

Wendy Leslie (applying for license)

Liverpool Child Development Centre

Fort Point Kindergarten, Liverpool

WESTERN REGION

Child Development Services Guild

Board of Directors, Little People's Place, Shelburne

Family and Children's Services of Yarmouth County

Yarmouth Club of Business and Professional Women

Springfield Consolidated School

Family and Children's Services of Annapolis County

Middleton and District Day Care Centre

Andrea Ellis, Margaretsville, Employee, Board Member and Parent

Letter

Mary L. Clayton, Parent

APPENDIX D

Other Issues

OTHER ISSUES

The Task Force has dealt only with those issues that were identified as major, that is, those that were raised most frequently. However, a number of other issues were also raised - some only once, others more frequently. Although many of these could be addressed with very little cost, there was not time to develop additional recommendations. However, the Task Force felt that these other issues should not be completely ignored, and has summarized them in this appendix.

Rather than listing all the issues, the Task Force has grouped them into several categories. The specific issue may not appear in the form in which it was presented to the Task Force, but it is hoped that this discussion identifies all of the areas of concern which have not been dealt with in the body of the report. There has been no attempt to break down the issues by region because it was felt that most were general rather than regional in nature.

Public Information

The need to make the public more aware that day care is not just a "babysitting service" was raised in a number of briefs. It was suggested that the department undertake a public information program which would include wider distribution of brochures on day care, use of the media, etc. Also, it was suggested that a copy of the Day Care Act be made available to all parents of children in day care programs.

As well as providing more information to the public, it was felt that the department should also provide more resource services to the day care community. It was suggested that the department develop a resource bank to contain background material which could be made available to persons in the day care community.

Funding

Recommendations related to funding ranged from requests to increase funding for specific children, e.g., handicapped, or for specific circumstances, e.g., the introduction of new regulations, to those advocating that the government assume

complete financial responsibility for day care.[1] Suggestions within this range included requests that all spaces, whether in registered or commercial centres, be partially subsidized, requests for special grants for nonrecurring expenses, e.g., moving expenses, and requests for matching grants for centres which are able to raise funds from other sources.[2] Assistance with start-up costs for both private and registered centres was requested several times. In some cases, the request was for a grant while in others for low interest loans. In all of these requests, greater government involvement in starting new centres was advocated. Also, Child Development Centres which provide transportation for the children attending their program, wished assistance with transportation costs.

There were also requests that more use be made of the tax systems to deliver benefits to both operators and consumers. There were several suggestions that purchases of supplies and equipment for day care centres be exempt from the Nova Scotia Health Services Tax. Another brief advocated waiving the Municipal Business Occupancy Tax. It was also suggested that tax credits be given to businesses who provide day care for employees, and that the income tax deduction for child care expenses be increased. (It should be noted that the income tax deduction was increased in the Federal Budget of April, 1983).

Parent Affordability

The cost of transportation, particularly in rural areas, was mentioned several times. It was suggested that transportation costs might be taken into consideration when determining the level of subsidy for parents. Another suggestion for reducing the cost to parents included the introduction of a provision to waive the nominal fee in certain circumstances. In direct contrast to this, it was also suggested that all subsidized parents should make a greater contribution to the cost of day care. The use of a needs test rather than an income test to determine family eligibility was also advocated in several briefs. Another brief suggested that there should be a change in federal/provincial cost sharing with the federal government assuming a greater share of day care costs.

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[1] The opposing view that day care should not be universally funded was also expressed.

[2] Matching grants are now available to centres whose rate is at the maximum.

Quality of Services

The need to improve the quality of service was frequently raised. Some of the suggestions for attaining this objective, e.g., the introduction of staffing standards, have been dealt with in the body of the report. However, there were also other recommendations. These included changes in the staff-child ratio, government regulation of the program provided in centres, fines for violations of the regulations, and the revision of health standards so that they are designed specifically for day care centres. There was no agreement on the ideal staff-child ratio. Several presenters requested that it be increased in order to improve quality of service while others advocated more flexibility in the application of the present ratio, and still another wanted the ratio to be lowered in order to keep costs down.

Expansion of Service

To some extent, this has been dealt with in the section of the report which discusses subsidized spaces. However, there were a number of requests for more direct government involvement in the provision of more day care and a greater variety of service. A number of submissions indicted that subsidized day care should be made more widely available, that it should not just be for children of parents who are working or those where there is a social need. Many saw day care as a means of assisting all families in meeting the developmental needs of young children. Some briefs advocated greater availability of part-day programs. There were also requests for more day care for children of single parents, and children with special developmental needs. Concern was expressed that children with special needs usually attend special centres, e.g., Child Development Centres rather than being integrated with other children.

Several briefs indicated that there should not only be more spaces for children but also more centres. This was most frequently expressed in those rural areas where either no centre or no registered centre was available. It was also suggested that the government as an employer should set an example for other businesses by establishing day care centres for the use of its employees.

Auspices

Several briefs suggested that there should be a greater liaison between education and day care. It was felt that school classrooms could be used, particularly for programs for "latch key" children. It was also suggested in one brief that responsibility for day care services be transferred to the Department of Education, and that unemployed teachers be used in providing the service.

Administration

Several briefs advocated the establishment of special boards to act either in an advisory capacity or in the licensing and regulation process. One suggestion was to establish a board to act in an advisory capacity to the Minister and the department, while another was to establish an advisory board to assist new centres with programming, etc. It was also suggested that an appeal board for parents applying for subsidization be established.

Changes to the day care regulations were advocated in several briefs. Separate regulations for part-day programs and commercial centres were among these. Another suggestion was that boards of individual centres should be required to have user-parent representation. Still another presenter suggested that the medical section of the Day Care Regulations be made less stringent.

Finally, there were recommendations that there be greater recognition of volunteers working in the day care field, that there be greater coordination of programming for senior citizens and young children, that a Child Care Institute to train day care workers be established, and that the name of the service be changed to place greater emphasis on child development.

APPENDIX E
Staff Standards, Training and Salary Guidelines

Other Provinces

STAFF STANDARDS, TRAINING AND SALARY GUIDELINES

NEWFOUNDLAND

There are no minimum qualifications for staff, and no certification of workers.

Also, no salary guidelines are provided.

PRINCE EDWARD ISLAND

There are no minimum qualifications for staff other than a first aid course for one person on duty.

The Early Childhood Association is developing a model to be used for certification of workers. Certification is voluntary.

There are no salary guidelines.

NOVA SCOTIA

There are no minimum qualifications for staff, no licensing of workers and no salary guidelines.

NEW BRUNSWICK

There are no minimum qualifications for staff. However, the regulations are currently being reviewed.

There is no certification procedure and no salary guidelines.

QUEBEC

At least one day care worker out of three in a day care centre must possess the following qualifications:

- have a diploma in day care techniques or in a related field; or
- a certificate in day care techniques; or
- a University Degree in early childhood education, in psychology with specialization in child development or in another appropriate field;
- have at least three (3) years of relevant experience with pre-school age children in a day care centre, in a recognized establishment or institution, in which case, this person will have to attain a "College Attestation" in day care techniques

within the five years following the implementation of the present regulations.

The qualified worker should be present in the day care centre, attending to the children's needs, each day and for at least half of the time when the centre is open.

There is no licensing of day care workers but a professional association has developed salary guidelines.

Training is available through the CGEP's.

ONTARIO

Ontario has just developed staffing standards for day care centres. Supervisors will be required to have an Early Childhood Education diploma and two years experience, or the equivalent. One staff person for each group of children will be required to have an Early Childhood Education diploma, or the equivalent. Group size for each age group is regulated. For example, if the group size for the age group is 21, and the child/staff ratio is 7:1, then one of the three workers must have a diploma. Equivalency is determined either by staff of the Ministry, one of the colleges where courses are offered or by the Association of Early Childhood Education.

Licensing (or certification) is done by the Association of Early Childhood Education. The requirement is an Early Childhood diploma and 2 years experience. The assessment of equivalency is done separately from the licensing. The Association of Early Childhood Education has also established salary guidelines.

Training is available through community colleges and universities. The programs are responsible to the Ministry of Colleges and Universities which has established an advisory committee on Early Childhood Eduation. This group consists of representatives of day care practitioners and of other Ministries involved in Day Care, and makes recommendations concerning course content etc.

MANITOBA

Manitoba has introduced legislation to phase in staffing requirements for day care centres. Within 3 years, 1/3 of the staff in each centre must have completed at least a 1 year certificate program. In 5 years time the proportion of staff with training will be increased to 2/3. Implementation is proposed for September 1983.

There is no licensing of day care workers.

Training is available through community colleges and the programs are accountable to the college. The government is involved in an advisory capacity only.

There are no salary guidelines established by government.

SASKATCHEWAN

The minimum requirement for employment in day care centres is completion of a 40 hour training program which is jointly sponsored by the Community Colleges and the Department of Social Services and which is available in a number of locations throughout the province. Commercial nursery schools are not regulated by the province.

There is no licensing of day care workers.

All training, except the 40 hour course, is regulated by the Continuing Education Department.

There are no salary guidelines established by government.

ALBERTA

There are no minimum qualifications for staff.

There is no licensing of workers.

There are no salary guidelines established by government.

BRITISH COLUMBIA

Child Care Supervisors must attain level 1 competence, that is completion of a 1 year community college program or equivalent.

There is a provincial licensing board composed of 3 representatives from each Ministry involved - Health, Human Resources and Eduation. For child care workers to be registered, they must have a certificate from a child care program and 500 hours of satisfactory work experience. Persons with other qualifications are assessed individually for equivalency.

Training is available through the community colleges and universities. The training institution and Ministry of Education are responsible for the courses. Before new training programs are implemented, program outlines are submitted to the licensing board.

There are no salary guidelines for child care workers.

APPENDIX F

Schedule of Per Diem Rate Increases

SCHEDULE OF PER DIEM RATE INCREASES

	Nov '80	Nov '81	Nov '82	Nov '83	Apr '84	Nov '84	Apr '85
Current	$8.60	$9.65	$10.25	$10.75[1]	-	-	-
Using Formula	$8.60	$9.65	$10.80	$11.45[2]	-	$12.05	-
Recommended[3]	-	-	-	$11.10[4]	$11.75	-	$12.35

[1] Assumes a 5 percent increase.

[2] Assumes that the formula will yield a 6 percent increase for 1983 and 5 percent for 1984.

[3] Formula has been used after adjustment in November, 1983.

[4] Excludes the grant which has been recommended.

APPENDIX G

Calculation of Proposed Increase

CALCULATION OF $1.25 INCREASE

A.

Increase of $0.50 using Formula (1979 Task Force)

	Nov 1980	Nov 1981	Nov 1982
% Increase	7.5%	12.2%	12.1%
$0.50	$0.50	$0.60	$ 0.68

ADJUSTMENT = $0.68

B.

Increase of Maximum Per Diem Rate using Formula

	Nov 1980	Nov 1981	Nov 1982	Nov 1982 (Actual)
% Increase	7.5%	12.2%	12.1%	6.0%
Per Diem	$8.60	$9.65	$10.82	$10.25

Current Shortfall $10.82 - $10.25 = $0.57

C.

TOTAL ADJUSTMENT NEEDED: $0.68 + $0.57 = $1.25

APPENDIX H

Income Guidelines

Income Guidelines[1]

1 Adult Families Children	Turning Point[2]	Ceiling[3]	Automatic Breakeven Pt[4]
1	$ 9,520	$15,540	$14,891
2	10,940	16,260	16,311
3	11,660	16,980	17,031
4	12,380	17,700	17,751
5	13,100	18,420	18,471
6	13,820	19,140	19,191
7	14,540	19,860	19,991
8	15,223	20,580	20,594
2 Adult Families Children			
1	$10,440	$16,260	$15,811
2	11,160	16,980	16,531
3	11,880	17,700	17,251
4	12,600	18,420	17,971
5	13,320	19,140	18,691
6	14,040	19,860	19,411
7	14,760	20,580	20,131

1 Assumes parent or parents are working

2 Where calculation of partial subsidy begins

3 Where current guidelines indicate that a family is no longer eligible for subsidy

4 Where ineligibility for partial subsidy actually occurs if only one child is in day care and the rate for the centre is $10.25/day.

APPENDIX I

Level of Staff Training

TRAINING*

Individuals with completed courses

Registered Centres	37%
Commercial Full-Day	34%
Commercial Part-Day	35%

Individuals with completed or some training.

Registered Centres	55%
Commercial Full-Day	45%
Commercial Part-Day	48%

Centres with 1/3 staff with completed courses.

Registered Centres	58%
Commercial Full-Day	71%
Commercial Part-Day	57%

Centres with 1/3 staff with completed and/or some training.

Registered Centres	78%
Commercial Full-Day	87%
Commercial Part-Day	78%

Centres where staff have no training.

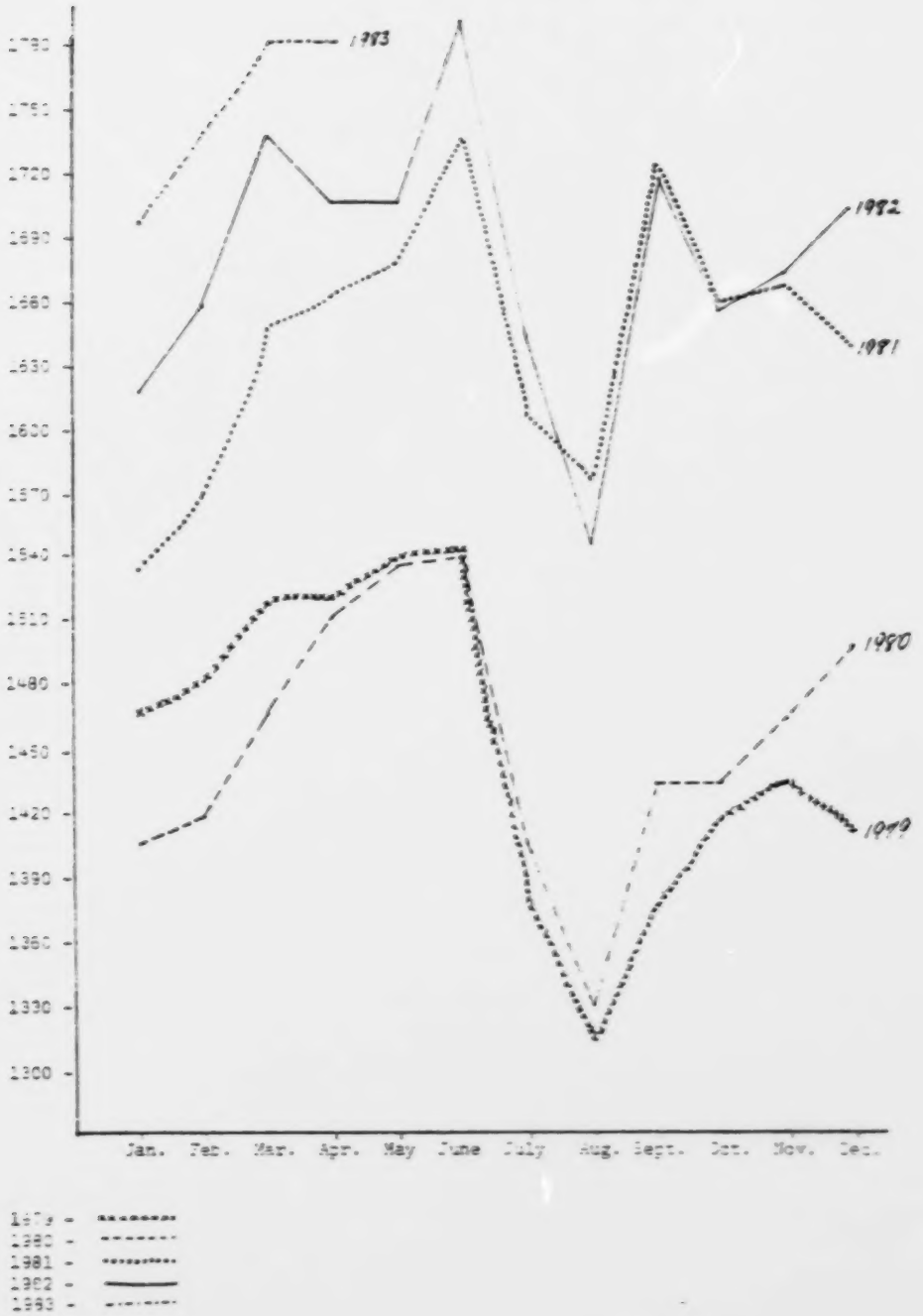
Registered Centres	11%
Commercial Full-Day	11.5%
Commercial Part-Day	22%

*From Annual Reports - 1983 reports were used when available, otherwise data is from 1982.

APPENDIX J

Subsidized Children Enrolled
in Registered Centres

DAY CARE SERVICES
SUBSIDIZED CHILDREN ENROLLED IN REGISTERED CENTRES



APPENDIX K

Estimate of Costs

ANNUAL COSTS

The following are the annual costs (1983 dollars) associated with each of the recommendations where there are specific costs implications.

Recommendation 2 - Increase of $1.25

The annual cost of 1983 dollars will be $520,000 - $160,000 for the grant and the remainder for the increase in the per diem rate.

Recommendation 4 - Change to Budget Financing

The cost implications are minimal. Centres with rates below the maximum per diem will have the opportunity to increase their rates up to the maximum.

Recommendation 5 - Additional Subsidized Spaces

An additional 50 subsidized spaces will cost approximately $120,000 per year if they are filled at all times.

Recommendation 7 - Additional Spaces for Handicapped Children

If all spaces made available for handicapped children are used, the additional cost of implementing this recommendation will be $20,000 per year.

Recommendation 8 & 11

The cost for salary travel and furniture for each additional worker will be approximately $29,000 per year.

Recommendation 9 - Infant Spaces

The cost associated with introducing a differential rate for those infant spaces already in use will be approximately $115,000 per year. Twenty-five new spaces for infants will cost approximately $100,000 per year (base rate and differential).

Recommendation 10 - Staffing Standards

There will be no immediate cost to implementing this recommendation. However, in the long run, there will be increased pressure on salaries as more day care workers become trained.

Recommendation 14 - Portable Subsidy

The direct costs of this pilot project will be approximately $70,000

Recommendation 15 - Revise Income Test

The cost of implementing this recommendation cannot be determined at this time, and will depend upon the changes made.

APPENDIX L

Resolutions of National Day Care Conference

1982

National Day Care Conference

September 1982 - Winnipeg

List of Resolutions Carried

Accessibility

1. The Federal Government commit itself to ensure the provision of universally accessible, publicly funded, non-compulsory supervised day care services in a variety of delivery models (e.g., group care, supervised family home day care, workplace day care, etc.) for every family who needs or wants it; and that universally accessible be understood to include factors of cost, location, hours of operation (short-term, part-time, emergency, shift), age of children (0 - 12 years), special needs.

National Day Care Act

2. a) This Conference calls for the immediate appointment of a Parliamentary Standing Committee in order to make recommendations leading to a National Day Care Act;

   b) The Federal Government, in consultation with national and provincial organizations which should include community, parent and staff representation, develop a National Child Care Act for children 0 - 12 years to cover a variety of models and to be tabled within one year. The National Child Care Act shall encompass the establishment of standards and regulations; provisions and funding, mechanisms for compliance and penalties for non-compliance. The regulations shall include standards for administration, health, safety, nutrition, training, physical requirements, ratios, developmental programming and parent representation on governing boards.

3. The Federal Cabinet be mandated to establish a new Federal Department to administer a National Day Care Act. This department must be separate from a social welfare orientation. In compliance with regulations established under this National Day Care Act, which tie funding to compliance, such that provincial ministers responsible for higher education and child day care programs will ensure that appropriate delivery models are in place to provide personnel with competency-based training.

4. a) A new National Child Care Act be established to cover universal accessibility, child/staff ratios, environmental physical requirements, staff qualifications and training requirements, salaries and benefits, nutrition and programs;

   b) The Federal government consult with professional associations, trade unions, parents, advocacy groups, day care coalitions and others in drawing up this Act.

Funding

5. As an interim measure:

   a) The Federal Government immediately pass legislation to provide for a Federal child supplement of $5.00 per day to every licensed or supervised centre/caregiver for every space in an approved, not-for-profit licensed child care program (pro-rated for infants, handicapped children, school-age or part-time programs);

   b) The Federal Government require Provincial governments to match the grant - the same amount as a condition of receiving the supplement;

   c) The supplement be reviewed annually and adjusted to reflect changes in the cost of provision of service.

6. a) The Federal government must establish, under a New Child Care Act, a new equitable cost-shared programme to provide for universal access to quality day care (with proviso for Yukon and the Northwest Territories);

   b) This Act include direct maintenance grants of a minimum of $5.00 per day per child space, which would be adjusted with C.O.L.A., to licensed and approved not-for-profit day care programs.

7. The Federal government immediately grant a Federal child supplement of $5.00 per day for every child enrolled in an approved and/or licensed non-profit child care program.

8. A funded person be responsible for community development in the area of day care by seeking out existing resource people and services, supporting and enhancing the availability of parent education and identifying local day care development.

9. We lobby for Federal funding programs for all special needs; these programs would respond to local initiatives and would be locally controlled (this would include a communications network); and in each Province or territory a funded resource person would be responsible for:

   a) providing accessible training resources in early childhood education to professionals already providing services, to parents and para-professionals, and providing public awareness of existing resources and facilities;

   b) providing special funding for specialized training of day care staff who care for special needs children;

   c) and providing funds to develop communication channels in rural and isolated areas for all people involved in day care.

10. a) Public funding go only to non-profit, community-based day care;

b) Government (Federal) provide sufficient funds to cover start-up costs, including capital outlay, organizational and personnel costs.

11. Government should be pressured to re-priorize expenditures with day care given a high priority of funds.

Wages, Benefits and Working Conditions

12. Day Care staff organize for higher wages, better benefits, working conditions and job security.

Special Parliamentary Standing Committee

13. The Federal government immediately appoint a Parliamentary Standing Committee to:

    a) make recommendations for the establishment of a universally-accessible, non-compulsory, not-for-profit, publicly-funded, high quality day care system in Canada under a National Child Care Act;

    b) make recommendations with regard to the implementation of national standards;

    c) make recommendations with regard to the appropriate ministry to administer the National Day Care Act.

14. We lobby through submissions that include facts, survey of needs, statistics, publicity campaigns, personal representation, networking, advocacy and re-education of the public and politicians, for the specific concerns of children with special needs, and support new government legislation and the creation of a Federal ministry for children and youth responsible for the creation of a National Day Care Act which would include provisions for children with special needs.

Staff Training

15. Child day care training be required for all child day care personnel in Canada.

16. a) With a 5-year period following the passage of the National Day Care Act, all day care personnel shall have completed post-secondary training in Early Childhood Education and development, combined with specific job-related competencies;

    b) Upgrading training needs for all day care personnel be met by:

        i) competency-based assessment of staff in order to give credit for skills already achieved and to define their training needs;

        ii) financial incentives for those being trained and financial compensation for employees.

17. Pre-service, in-service and on-the-job training be made available to all persons working in day care settings throughout their careers.

Provincial/Territorial Responsibility

18. This Conference urges all provincial and territorial governments to recognize their responsibilities for the provision of accessible, affordable, high quality day care for children aged 0-12 years and urges them to participate fully with the Federal government toward this end.

Native Indian Child Welfare Act

19. Lobbying of Federal-provincial politicians for the establishment of a National Indian Child Welfare Act which would require consultation with Indians and Indian organizations, both on and off reserves, for the establishment of Indian control over all aspects of Indian child welfare.

Accreditation

20. A national, non-profit, accrediting body be established to implement voluntary accreditation programs for child day care training institutions; and furthermore, that there be established by this body a certification program and registry for day care personnel.

21. An accreditation system be set up as a measurement guide for all models of high quality day care.

Information/Education

22. a) The Federal government provide sufficient funding and operational support to greatly strengthen and expand the resources and mandate of the National Day Care Information Centre.

    b) A National educational campaign with focus on local community service delivery be established.

Parental Involvement

23. In all planning, decision-making, evaluating and implementing of child care services, at whatever level, parents must be included in a substantive way.

24. The Federal government should encourage public awareness of quality day care, and the needs of young families, by providing funding for T.V. vignettes and other elements of a media campaign, with extensive input from the day care community, including parents. Provincial governments are requested to encourage public awareness through similar media activities and through educational programs in high schools.

25. As any improvements in program operations (particularly increased continuing education, improved child staff ratios and increased program planning time) require an improved funding base, it is recommended that all

provinces move to the provision of a basic maintenance grant matched by the Federal government. It is further recognized that the two territories require special Federal incentives.

26. We request that governments provide annual parental leave, for prents of children up to age 12, for family responsibilities, and to encourage this recognition of a valued parental role by other employers and the general public.

27. We request those funding bodies responsible for day care to provide funds for on-going opportunities for staff, parents and board members to gain knowledge and information related to staff/parent relationships, child development, administration and needs of parents, including those with special needs children.

28. We request those funding bodies responsible for day care to provide funding for family resource centres which, in addition to providing child care, would provide a network of services and support to families (including during times of interrupted employment or for special needs in the family), home visits, liaison between families and community services, individualized and flexible programs for parents, variety of child care services (including part-time care), and services and opportunities for involvement to a mixture of ages, after school, etc.

29. a) Government recognition of special needs* families and children and their right to equality of access to all day care services on a non-segregated basis.

    b) Governmental recognition that is every special needs child's right to be cared for in an environment that promotes her or his optimum development and positive self-image as a unique, capable and valued individual.

    c) Recognition by government and other funding agencies that the expenses associated with the provision of quality day care for special needs children are in all cases greater than care for non-special needs children.

    d) Recognition by licensing and training authorities that staff working with special needs children and their families require specific training as part of initial and continuing day care education.

    e) Recognition that the families of special needs children have unique needs for support services.

* In respect to day care, a special needs child is any child who is denied access to day care or who is discriminated against in the type of day care available by reason of racial differences (such as Inuit, native Indian, immigrant and ethnic peoples), age, geographic location, sexual orientation, cultural differences, mental, emotional or physical differences or handicaps, socio-economic status or any circumstance not covered by the above.

National Body

30. The individuals assembled at this Conference agree to initiate a national campaign based on the demands for a federal-provincial maintenance grants, a National Day Care Act, establishment of national standards and the goal of universal accessibility to quality day care as outlined in the resolutions passed by this Conference. This campaign would be designed to educate, inform and involve the general public and initiate action to raise the importance of day care as a political issue.

31. a) That provincial and territorial caucuses select people from the voluntary sector, each to act in the interim as members of a steering committee to coordinate the national day care campaign, and these persons be selected immediately at the end of the Conference. The members of the Program Planning Committee of the Conference, including the plenary chairpersons will also sit on the steering committee, along with two members of the Early Childhood Education Association of Canada.

    b) That these interim steering committee members commit themselves to finding the best way over the next six months in their province or territory of electing democratically two representatives from the day care community to sit on the National Steering Committee.

32. That this Conference demand that the Federal Government provide funds to support the efforts of the National Steering Committee.

33. That the Steering Committee would:

    a) Ensure that a national newsletter be regularly published;

    b) Undertake to organize a series of activities leading up to the next federal election;

    c) Ensure that federal politicians and national media become aware of our views on national day care needs and policies as outlined in the resolutions passed by this Conference;

    d) Seek the support of sympathetic national organizations for the national campaign;

    e) Raise funds from sympathetic organizations and federal and provincial government bodies;

    f) Seek to stimulate provincial coalitions to carry the campaign in each province.